

**BOARD OF SUPERVISORS  
BUSINESS MEETING  
ACTION ITEM**

**SUBJECT:** Courts Complex Phase III Project Update – Courthouse Design Concept Endorsement

**ELECTION DISTRICT:** Leesburg

**CRITICAL ACTION DATE:** At the pleasure of the Board

**STAFF CONTACTS:** Joe Kroboth, Transportation & Capital Infrastructure  
Chris Glassmoyer, Transportation & Capital Infrastructure  
Peter Hargreaves, Transportation & Capital Infrastructure

**PURPOSE:** This item presents an update on the design concept development of the Courts Phase III project and a request for Board of Supervisors' (Board) action to endorse the design of the new General District Courthouse for submission to the Town of Leesburg/Board of Architectural Review.

**RECOMMENDATIONS:**

**Staff:** Staff recommends that the Board endorse the design Concept 5D for the Phase III Courts project new General District Courthouse as shown in Attachment 1 and as presented by Dewberry Architects, Inc. in Attachment 2. Staff further recommends the Board authorize staff efforts and expenditures by our Consultant to evaluate building design concept alternatives, if necessary, that satisfy the Town of Leesburg Board of Architectural Review's comments and concerns.

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**BACKGROUND:** Dewberry Architects, Inc. (Dewberry) began the design process for the Courts Phase III project in November 2013 with space programming. In July 2014, the Board of Supervisors approved a modification to the adopted scope for the Courts Phase III project to add approximately 7,000 square feet to provide for the Phase IV space requirements thus bringing the total project scope to be constructed with Phase III to a maximum of 92,000 square feet for the new General District Courthouse on the Church Street site.

After careful analysis of possible layouts for the new General District Courthouse, Dewberry developed thirteen (13) possible layouts for the new building. Each was driven by the minimum size of a District Courtroom in the Commonwealth of Virginia. Design options were greatly hampered by the overall lot size, nearby constraints such as the cemetery and roadway network

and the “L” shape configuration of the lot itself. The existing County-owned structures at 106, 108, 110 and 112 Edwards Ferry Road were also considered as they are located on the same parcel. The thirteen (13) concepts, all of which required removal of the four (4) structures, were narrowed down to seven (7) concepts through initial County and Courts stakeholder review.

Concept design options for the new General District Courthouse and structured parking garage were further developed and presented to the Courts staff, the Town of Leesburg including the Board of Architectural Review (BAR) in a work session, the public and the Board during the Spring – Summer 2014. Based on input received and continued development of the Courts requirements, including Board approval of the Phase IV 92,000 square feet program overall, the design team arrived at five (5) design concepts for the new Courthouse located on the Church Street lot at the corner of Church Street and Edwards Ferry Road in Leesburg. The five (5) concepts are shown in Attachment 3.

### **ISSUES:**

Design Concepts: The majority of feedback on the five (5) concepts for the new General District Courthouse was centered around Concept 5. However, Concept 3 presented several positive attributes identified by stakeholders including the BAR as questions were raised about the appropriateness of creating a new building of our current era versus one that is a replica of historic structures or elements. Other challenges with Concept 5 included its large mass and scale as situated on the site and its cost which is in excess of the project’s budget based on Concept Design cost estimates.

This past fall, the design team continued to develop several additional concepts seeking to address the issues of mass, scale and cost in anticipation of submission of the design to the BAR. Concept 5D included as Attachment 1 is the scheme that most successfully addresses these issues and is within the project’s budget. Dewberry will present this concept to the Board in detail, as shown in Attachment 2, however, Concept 5D highlights the following project goals as developed by the design team and refined based on input from stakeholders:

- Concept 5D presents a traditional design based on precedents in courthouse and civic building design in Virginia and Washington DC;
- Concept 5D is a design that connects the historic court campus with the new campus and is keeping with its scale and context;
- Concept 5D respects, reinforces and pays deference to the importance of the existing historic structures on the campus;
- The design of Concept 5D has its roots in the Town of Leesburg’s historic character while also providing a statement for the town’s future;
- The estimated cost of Concept 5D is within the project’s overall budget and the established cost model; and
- Concept 5D presents a design which responds to the functional and programmatic needs of the Courts and Court related agencies meeting the 2025 program requirements within the approved 92,000 square feet.

The critical path for the design phase of the Courts Phase III project overall is the land use application process with the Town of Leesburg. The land use applications include a Rezoning and Town Plan Amendment for the Pennington Lot parcel and a Concept Development Plan and Proffer Amendment (processed as a Rezoning). Concurrent with these processes will be the Certificate of Appropriateness (COA) applications to the Town of Leesburg's Board of Architectural Review. The COA application for the design of the new General District Courthouse is planned for early 2015. In order to complete that application, a preferred building design must be submitted for BAR review. The same architectural information is required for the approval of the Concept Development Plan and Proffer Amendment.

Demolition of Edwards Ferry Road structures: Assuming the Board elects to proceed with one of the building concepts developed thus far, the four (4) existing structures located at 106, 108, 110 and 112 Edwards Ferry Road must be demolished. All four buildings are located within the Town of Leesburg Old & Historic District and are subject to the Old & Historic District Design Guidelines under the BAR's purview.

On November 17, 2014 Dewberry, on behalf of Loudoun County, submitted a Certificate of Appropriateness Application Form for each of the buildings to initiate the review process for ultimate demolition or relocation of the buildings. The application stated the request was based on the need to expand the existing courts campus and fulfil the Town's previously endorsed concept of keeping the courts operation at its current location in Downtown Leesburg. The application further stated: *"The expansion of the Courthouse complex necessitates the use of the property addressed at 106, 108, 110, and 112 Edward's Ferry Road. The County understands that the property, and historic structures on the property, are contributing elements to the Leesburg Old and Historic District and are thus part of the historic fabric of downtown Leesburg. The County has evaluated alternatives to demolition as part of the design of the expanded Courthouse complex. However, the preservation of these structures are not possible given the requirements for the new construction associated with the expansion."*

The County's applications were received and reviewed by the Town's Preservation Planner. Staff reports were prepared by the Town Planner in preparation for a meeting with the Town's BAR. On December 15, 2014, staff and Dewberry appeared before the Town's BAR regarding the demolition of the four (4) buildings. The meeting was initiated by the Town Planner presenting his findings and summarizing his staff reports to the BAR members. Following his presentation, Dewberry, acting as the County's representative, presented a briefing in response to certain points contained in the staff reports and answered questions from the BAR members. In closing comments, the BAR members indicated their strong support for retaining the buildings and asked the County and Dewberry to re-evaluate the building's program, functionality, configuration, size and height to develop alternatives that retain the structures in question on the site. This activity will require additional cost and time to complete. Staff is seeking direction from the Board to authorize this effort and address the BAR's request.

If directed by the Board to proceed with alternative designs that retain the four (4) buildings, the County and Dewberry team would re-evaluate multiple issues which would include:

- Issue 1 – Building Massing: Development of revised massing concepts that would retain the existing structures and maximize the site to build the required square footage of the new General District Courthouse. This may include adding one or two stories to the overall building which would require a Zoning Ordinance Modification from the Town as well as approval with the planned Rezoning Application for the Church Street site relative to building height. If additional building height was not approved, a reduction in overall building program square footage would be necessary to fit the building on the available site.
- Issue 2 – Building Program: A review of the project’s overall space program would consider how to maximize the required building program square footage on the available site. This would require reconsideration of the additional scope for Phase IV space requirements totaling 92,000 square feet approved by the Board on July 2, 2014. The review would also include reconsideration of the Phase III base program requirements of 85,000 square feet as that reduced scope may also be difficult to achieve on the remaining available site. Final consideration would include review of the Courts support agencies currently housed off-site in leased space as they may not fit onsite within the additional site constraints.
- Issue 3 – New Design Concepts Review: Based on the course of review, revised building massing and/or program, new alternative design concepts would be developed by the Dewberry team. As standard practice, the Department of Transportation and Capital Infrastructure (DTCI) presents design concepts for user, stakeholder and community public input during the concept design phase and, for the Courts project this has included public posting of design information on the project’s website at [www.loudoun.gov/courts-expansion](http://www.loudoun.gov/courts-expansion). This review process would be an iterative one with alternatives considered and refined similar to the process described earlier in this item relative to the development of Concept 5D.
- Issue 4 – Relocation of Edwards Ferry Road Structures: Relocation of the four (4) existing structures could be reconsidered as an alternative to demolition or retention on the existing site. The County and Dewberry team have actively considered relocation even as the COA applications for demolition were prepared. Issues for review with relocation include identifying a suitable site/owner to receive the structure(s), dismantling process and feasibility of relocation of the structure(s), public procurement processes required for a transfer of ownership of the structure(s) and the receiving property owner’s willingness to cover the costs of relocation as this is currently not within the Courts project budget. Staff has been contacted by one individual who has expressed interest in considering relocation of two (2) of the buildings. A site visit for that individual to tour the buildings is being coordinated.

**FISCAL IMPACT:** The cost estimate for Concept 5D is currently within the overall project budget in the Capital Improvement Program (CIP) budget. Funding for design is already

appropriated in the Capital Fund and totals \$9.3 million. Construction funding for the Courts Phase III project is currently planned for FY 2017 in the CIP.

The estimated cost to develop alternative designs that retain the four (4) existing structures is approximately \$600,000 for redesign fees associated with Issues 1 – 3 above. If additional stories were to be added, construction costs may increase by an estimated \$2.4 million due to increased structural components and increased circulation. Staff estimates that this effort may impact the critical path of the project schedule by an additional 9 – 12 months.

Design coordination fees for relocation as noted in Issue 4 above are approximately \$25,000. Staff believes this effort could impact the schedule by as much as 8 – 10 months due to approval process with the BAR and County procurement processes.

**ALTERNATIVES:** Board action on the design of the new General District Courthouse is necessary to maintain the current design phase schedule including the COA application for the new construction to the BAR. The Board may choose any of the alternatives proposed or direct the development of additional alternatives.

The Board may direct staff to proceed with the re-valuation of the courthouse program, functionality and building configuration to retain the existing four residential properties or choose to proceed with the staff recommended design Concept 5D which requires the demolition or relocation of the existing structures.

**DRAFT MOTIONS:**

1. I move that the Board of Supervisors endorse the design Concept 5D for the Phase III Courts project new General District Courthouse as shown in Attachments 1 and 2, as presented by Dewberry Architects, Inc. and to direct staff to cooperate with the Town of Leesburg, including the Town's Board of Architectural Review to obtain the necessary approvals to implement design Concept 5D with the understanding that the design concept requires the demolition or relocation of the existing structures located at 106, 108, 110, and 112 Edwards Ferry Road.

OR

2. I move that the Board of Supervisors endorse an alternative design concept for the Phase III Courts project new General District Courthouse as described by the Board in this Business Meeting and to direct staff to cooperate with the Town of Leesburg, including the Town's Board of Architectural Review to obtain the necessary approvals to implement Board's directed alternative design concept with the understanding that the design concept requires the demolition or relocation of the existing structures located at 106, 108, 110, and 112 Edwards Ferry Road.

OR

3. I move that the Board of Supervisors direct staff to suspend the development of the design concepts presented and re-evaluate the General District Courthouse program, functionality, configuration, size and height in response to the Town of Leesburg's Board of Architectural Review's comments and request. I further move to direct staff to resubmit an alternative design for Board endorsement that preserves the existing four existing structures located at 106, 108, 110, and 112 Edwards Ferry Road and then submit the Board endorsed concept to the Town.

OR

4. I move an alternate motion.

**ATTACHMENTS:**

1. New General District Courthouse – Concept 5D
2. Dewberry Presentation – Design Concept 5D
3. New General District Courthouse – Concepts 1 – 5 Elevations



AERIAL FROM EAST



VIEW FROM EDWARDS FERRY ROAD



VIEW FROM CHURCH ST

5D  
OPTION

# design concept 5D

## NEW LOUDOUN COUNTY COURTHOUSE EXTERIOR

Board of Supervisors  
January 21, 2015

# VIRGINIA HISTORY + PRECEDENCE

*Courthouses of the Colonial era utilize an arcaded porch, which is reminiscent of the Italian piazza and town market of England. The brick arcade gave the courthouse their unmistakable identity as a public building.*

- Virginia's Historic Courthouses



King William County Courthouse  
1725



Jeffersonian – Charlotte County Courthouse  
1823

Leesburg Academy Building  
1844





Loudoun County Courthouse  
1894



University  
of  
Virginia





Washington and Lee University





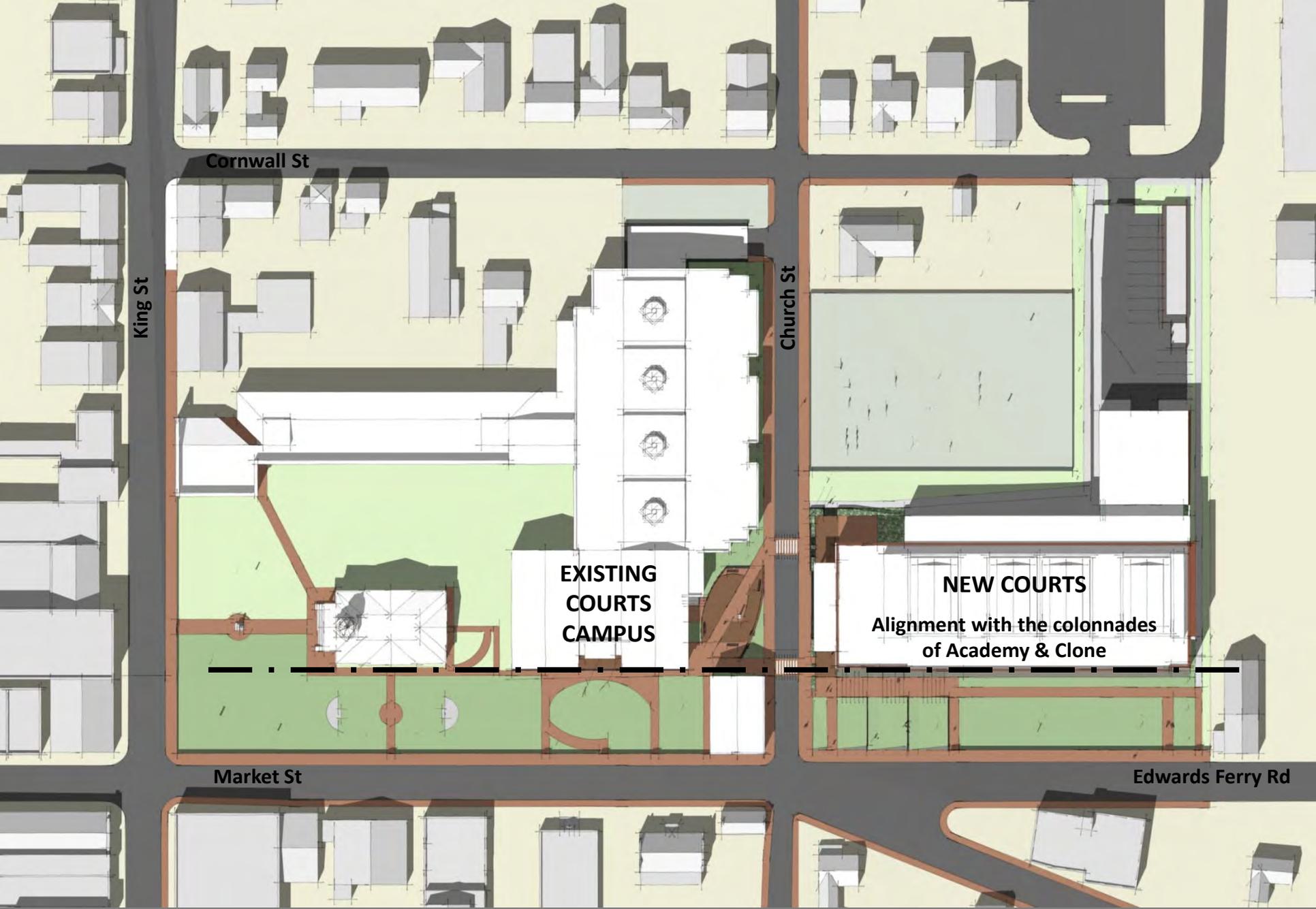
Washington and Lee University



Richmond Supreme Court  
1921

## Project Goals

1. A **Traditional design based on precedents** as established in “Virginia Courthouses” and major civic buildings located in Virginia and Washington .D.C.
2. A Design that **connects the historic court campus** with the new campus and is keeping with its scale and context.
3. A Design which **respects, reinforces**, and pays deference to the importance of the **existing historic structures** on the campus.
4. A Design that has its **roots in the Town of Leesburg**’s historic character while also providing a statement for the town’s future.
5. A Design that is within our established **cost** model.
6. A design which **responds to the functional and programmatic needs** of the Courts and Court related agencies



Cornwall St

King St

Church St

**EXISTING  
COURTS  
CAMPUS**

**NEW COURTS**  
Alignment with the colonnades  
of Academy & Clone

Market St

Edwards Ferry Rd

# Loudoun County District Courthouse



# Concept 5D

Aerial of Campus

A-15





**Concept 5D**  
Aerial along Market Street



**Concept 5D**  
Southeast street view – Edwards Ferry Rd



**Concept 5D**  
Southwest street view – Church Street



# Concept 5D

Northwest street view – Church Street



**Concept 5D**  
View of New Courts Plaza from Above



EXISTING VALLEY BANK  
ADDITION DEMOLISHED

# Concept 5D

West street view – Across Church St



Concept 5D

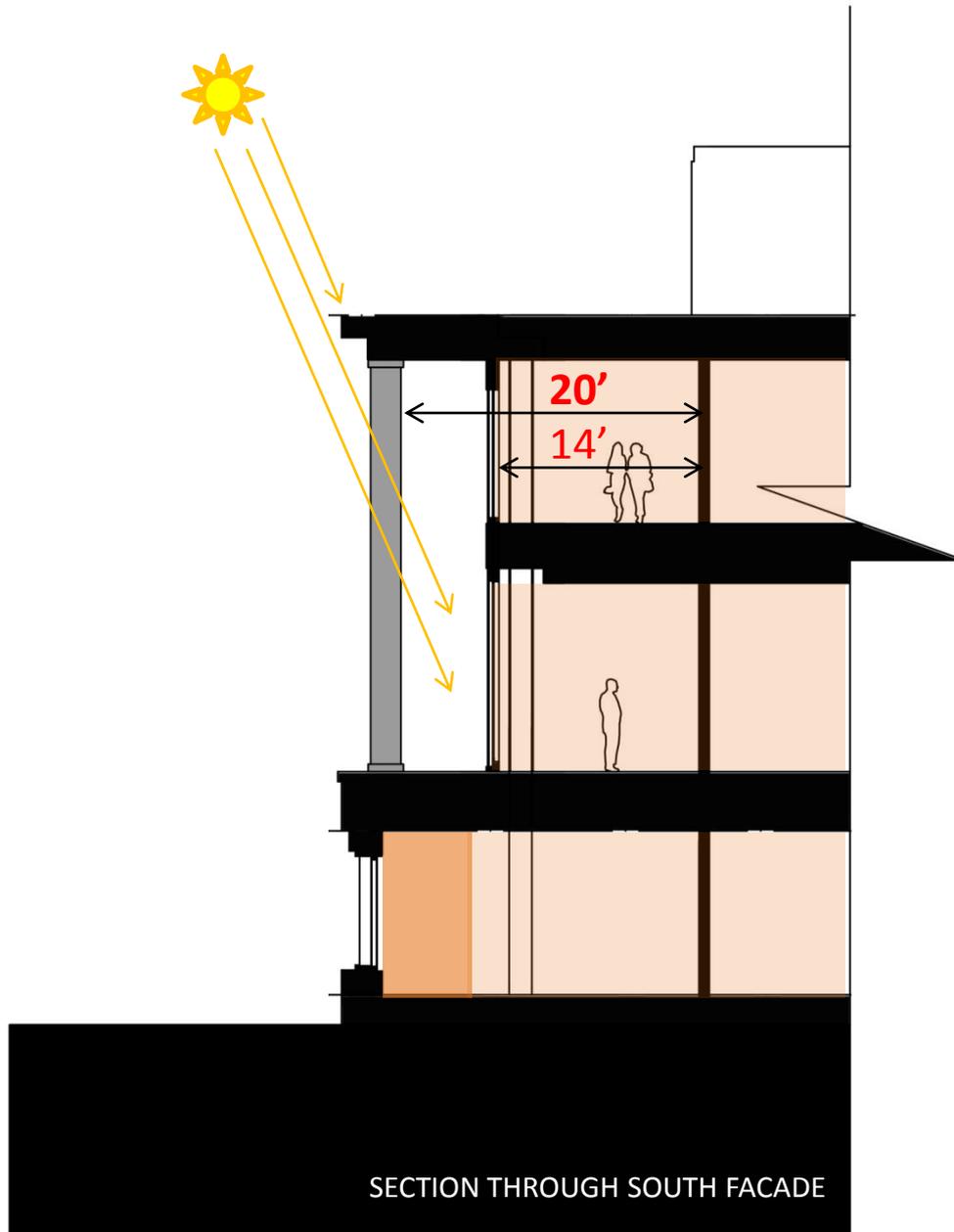
## GOALS

- 1. Based on VA Courts Precedence
- 2. Connects Historic and New in Scale and Context
- 3. Respects and defers to Existing Historic Structures
- 4. Roots in Town of Leesburg Historic Context with View to Future
- 5. Within Cost Model
- 6. Provide Programmatic Requirements



Cost- Envelope Only

\$3,626,825



## Piano Nobile

- Perceptually enlarges the interior space.
- Acts as sunscreen to Public space.
- Provides more area on the Ground Floor for needed program.

SECTION THROUGH SOUTH FACADE

# CONCEPT 1



LOUDOUN COUNTY COURTHOUSE PHASE III EXPANSION

ATTACHMENT 3

# CONCEPT 2



LOUDOUN COUNTY COURTHOUSE PHASE III EXPANSION

# CONCEPT 3



LOUDOUN COUNTY COURTHOUSE PHASE III EXPANSION

# CONCEPT 4



## LOUDOUN COUNTY COURTHOUSE PHASE III EXPANSION

# CONCEPT 5



LOUDOUN COUNTY COURTHOUSE PHASE III EXPANSION